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EDUCATION WEEK

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Red Huber/The Orlando Sentinel

Gregory Kingsley, 12, who took legal action on his own behalf, won the right to sever ties with his mother so he could be adopted by his foster parents.

Rights of Children, Roles of Families Eyed in Fla. Case

By Deborah L. Cohen

The decision by a Florida judge granting a boy's request to terminate his mother's parental rights was significant in allowing a minor to seek protection of his own interests in court, experts across a wide range of disciplines agree.

But the impact of the ruling late last month will be muted, many of these observers say, if it does not spur improvements in the child-welfare system's ability to protect children at risk and a heightened recognition of the importance of family bonds and what it takes to nurture them.

The outcome in the highly publicized case of 12-year-old Gregory Kingsley rested on evidence that he had been neglected by his parents and bounced between foster homes and institutions over several years.

The case dramatized the need for "the most important family value we have—a functioning family to support each child," said Peter Forsythe, the former director of children's programs for the Edna McConnell Clark Foundation.

"I hope that's the centerpiece of this ruling," he said.

If the case "doesn't lead to the conclusion that we should be doing more before these situations develop" to support families, said Laura M. Purdy, a philosophy professor at Wells College who has written a book argu-

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New Approaches Blurring the Line Between Public and Private Schools

This article is the first in an occasional series on new arrangements for providing public education.

By Lynn Olson

It used to be so simple: The government paid for—and provided—public education.

Today, though, new approaches are challenging the government's once-unquestioned role as the direct provider of school services.

Public vouchers are being used to pay for private education, and private firms are operating public schools.

Some corporations are underwriting design efforts to transform the public schools; others are investing in for-profit enterprises to compete with them. In Minnesota, a private school has even opted to become public.

"The whole notion between public and private is being blurred," John Witte, a professor of political science at the University of Wisconsin at Madison, observes.

What all these new arrangements have in common is a belief that the entrenched public school bureaucracy will not change willingly or quickly. To crack it open, reformers are proposing a variety of private and quasi-private alternatives that rely on the use of market forces and competition to do what they say regulation and exhortation have not.

While the number of such experiments is small, their acceptance is growing rapidly as policymakers become more desperate to fix the schools. Given this more congenial climate, new twists on how to deliver public education are surfacing with increased regularity.

NEW ARRANGEMENTS
THE CHANGING DEFINITION OF PUBLIC SCHOOLING IN AMERICA

This look to the private sector is hardly unique to education. One of the most popular books in policymaking circles this year is *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector*.

The book, written by Ted Gaebler and David Osborne, advocates making government services leaner and more effective, in part by throwing them open to competition, funding outcomes rather than inputs, and giving employees an incentive to earn money, not just spend it.

Proposals to contract out the operation of state prisons or citywide garbage collection, for instance, reflect the belief that private firms can accomplish results

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Reform Measure Dies—Except as Campaign Issue?

Both Parties Acknowledge Debate's Political Nature

By Julie A. Miller

WASHINGTON—Legislation to support state and local school-reform efforts and authorize a federal role in developing national education standards died last week—except, possibly, as a campaign issue.

The bill was approved by the House on Sept. 30, but the Senate fell one vote short of cutting off debate on the measure two days later, eliminating any chance that a vote on the bill could be taken before Congress recessed this week.

In floor debate, senators said the White House had taken no public position on the motion to close off debate, and Administration officials said they had not encouraged the move by conservative Republican senators to block consideration of the bill.

But the vote on the cloture motion was a party-line 59 to 40, with only two Republicans voting to take up the legislation.

Earlier, White House officials had said President Bush would veto the measure if it managed to overcome the procedural roadblocks, according to Republican aides.

In a letter to lawmakers, Secretary of Ed-

Continued on Page 32

Teacher Unions Try New Strategies To Lobby for Share of State Funding

By Karen Diegmueller

Prospects for the public schools in recession-racked New York State looked bleak last spring as educators braced for an anticipated $240 million reduction in state aid, the third massive cut in as many years. But when it came time to adopt a budget, legislators not only spared education but slightly increased funding to schools.

Although the change can be traced to a number of different factors, a public-relations campaign by the New York State United Teachers played an important part in holding the line on education cuts.

For the first time, the teachers' union shelled out more than $1 million on a media blitz to marshal grassroots support for its agenda. Television, newspaper, and billboard advertisements bombarded New Yorkers with the message that their way of life and their children's futures were in danger if the cuts went through. Included in the ads was a toll-free telephone number that the public was asked to call to stop the education cuts; callers were given advice about contacting their representatives.

Combined with the media crusade was a poll commissioned by NYSUT showing that a majority of New Yorkers would rather pay higher taxes than allow education to deteriorate.

The union's actions represent a subtle shift in strategy that is evident in other states across the nation as well. While not abandoning their traditional tactics, teachers' unions are looking for new ways to sway state lawmakers during a time of tight budgets and an increasingly crowded field of competing pressure groups.

"We believe that while a 30-second ad

Continued on Pa

Christian Activists Set Their Sights on School Board Seats

By Ann Bradley

Local school board races have become the new battleground for politically conservative Christian activists who believe that the public schools must be purged of their prevailing "atheist" philosophies in favor of a biblically based approach to education.

ELECTION '92

Robert Simonds, the president of Citizens for Excellence in Education, who is leading the major national effort to elect conservative Christians to school boards, said his group is "at war with an ideology that is destroying our children and our nation."

On Nov. 3, Mr. Simonds predicted, as many as 3,000 Christians who share his views will be elected to boards across the nation. Last year, he estimates that 1,250 like-minded Christians won office with C.E.E.'s support.

Mr. Simonds, a former pastor and college professor, founded the Costa Mesa, Calif.-based organization in 1983. Today, he says it has 1,085 chapters in all 50 states.

The group identifies itself as a "grassroots Christian ministry" dedicated to re-

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Advocates charge that television stations think cartoons and "Leave It to Beaver" are educational.

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The philanthropic community is weighing how a recent report on gender equity may affect grant-giving.

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A report on the national education goals finds "modest progress" toward achieving the targets.

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Demanding Diversity
The National Science Foundation has proposed tripling the number of black and Hispanic teachers of science and mathematics by the end of the decade.
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Gone Fishin'
Older principals across the country are leaving the profession in record numbers, according to the National Association of Secondary School Principals.
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Back on the Job
Following a 27-day strike, Detroit teachers returned to work last week after reaching an agreement with the school board that expands the district's "empowerment" experiment.
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Critiquing Cleveland
The Cleveland school district needs to overhaul how it does business if it is to gain public confidence and improve the schooling of its 71,000 students, a report concludes. **Page 15.**

Voucher Suit Advances
California education officials have suffered a setback in their attempts to derail a lawsuit demanding private school vouchers for low-income students in Los Angeles.
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Freeing Up Schools
Despite strong opposition from major education groups, the New Hampshire state board of education has voted to eliminate a number of statewide minimum standards for schools. **Page 22.**

Making His Mark
By championing educational technology, Sen. Conrad Burns of Montana has made a name for himself in his first term on Capitol Hill.
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ACROSS THE NATION

NATIONAL

Survey Finds Lower Pay for Female Association Executives

An annual survey of the compensation of the chief executives of national associations finds that, when education and other factors are controlled for, there is a "significant difference" between the salaries paid to male and female executives.

"It looks like it's about 14 percent," said Jeannine M. James, the president of the American Research Company, which produced the report.

The median compensation for male executives this year is $85,638, compared with $73,931 for women, the report says.

The survey notes, however, that because men tend to run associations that generate larger revenues, "we cannot be totally certain that women are paid less for the same jobs."

The survey indicates that 92 percent of the chief executives at associations with annual revenues of $1.8 million or more are men. Fifty-three percent of the women surveyed head associations with annual revenues of $500,000 or less.

Ms. James also said that the statistical techniques used in the study do not take into account the years of experience in a particular job.

The annual survey is based on data obtained from 1,376 associations through tax returns or a mail survey. Of those, 696 were trade associations and the remainder were individual-membership associations.

Education associations constituted 134 of the responses tabulated—the second-largest category after agricultural associations, Ms. James said.

Executives at education associations—a category that includes libraries—earn anywhere from $16,061 for small-revenue groups to $200,292 for groups with revenues of $50 million, the report says.

For information on the report, call or write the American Research Company, 10003 Robindale Court, Great Falls, Va., 22066; telephone (703) 759-3188.

■ **KinderCare Learning Centers, the nation's largest child-care chain, announced last week that creditors will take over 86.5 percent of the company's common stock as part of a major restructuring to reduce the company's long-term debt.**

The company indicated in a statement announcing the plan that it might file for bankruptcy, but said it would not have to if all the creditors agree to a restructuring outside of bankruptcy court. If there is a bankruptcy filing, the statement said, it should last no longer than a few months, "given the high level of creditor support."

The restructuring plan, which is expected to reduce the firm's long-term debt from $590 million to about $237 million, will leave current stockholders with only 1.35 million of the 10 million shares of the new common stock. They will be issued warrants to purchase an additional 1.9 million shares at $25 a share.

In the statement, Tull Gearreald, the president and chief executive officer of KinderCare, said the plan would create a "healthy financial base for future growth" and advised parents that during the restructuring process the firm "will continue to provide the same high level of care as always." ■

STATES

Ore. Appeals Court Rules Schools May Hire Paid Strikebreakers

The Oregon Court of Appeals has ruled that a state law barring the hiring of professional strikebreakers does not apply to schools.

Following a teachers' strike in the McMinnville district in 1990, a resident sued the school board, charging that replacement teachers were illegally hired and paid with public funds.

In a 5-to-3 ruling, the appeals court last month upheld a lower-court ruling that the law refers to private employers only, not government agencies. The law defines a professional strikebreaker as someone who has replaced strikers at least twice within the previous five years.

"When the legislature has intended to include public bodies within the definition of 'employer' it has expressly provided for that," Judge Edward Warren wrote for the majority.

But dissenting judges argued that the law clearly applies to school districts and that the court should not "insert into the statute what the legislature has left out."

Teachers' union officials said the ruling severely weakens their bargaining power.

"If you can't use this strike lever, you are forced to settle for less than you want," said Jane Howard a spokeswoman for the Oregon Federation of Teachers.

■ **The Minnesota state affiliates of the two national teachers' unions have signed a truce ending their battles over potential new members.**

Leaders of the Minnesota Education Association and the Minnesota Federation of Teachers agreed to ban school-district elections to decide which union can bargain on behalf of teachers in contract negotiations.

Together, the two unions have some 70,000 members.

Union officials told a news conference last week that competition between the organizations had become divisive, and that the new agreement may signal an eventual merger.

Also last week, teachers in the Rosemount-Apple Valley-Eagan district in the state voted to merge their locals of the two state affiliates.

■ **A West Virginia circuit-court judge has dismissed a lawsuit charging that the state has manipulated school-consolidation policy.**

Judge Herman Canady termed the lawsuit, filed last spring by a coalition of 28 rural groups opposing school closings and consolidations, "without merit."

The class action alleged that the policy of "forced massive consolidation" espoused by the state school board and school building authority deprives students in rural areas of equal access to education. It also asserted that these agencies unfairly withhold state funds from rural schools that refuse to consolidate.

The coalition has not yet decided whether to appeal the ruling.

Sentenced to Sinatra

You've heard of "The Breakfast Club." Now meet "The Frank Sinatra Detention Club."

That's the name an enterprising high school history teacher in Riverside, Ill., has given to his method of disciplining students.

Peter Steiner

Bruce Janu, a 24-year-old ficionado of "big band" jazz who teaches at Riverside Brookfield High School, requires his students who are tardy or who act up in class to spend a half-hour after school listening to his favorite Frank Sinatra tunes.

"He's a great singer," says Mr. Janu, who hopes that a bit of culture will rub off on his students. "I wanted to create something they would remember."

During the session, students are forbidden to do anything but listen to 30 minutes of such Sinatra classics as "My Way," "That's Life," and "I've Got the World on a String."

Not that students seem to appreciate the music, concedes Mr. Janu, who notices students rolling their eyes and grimacing as the songs start up.

He is also not sure his method is leading his charges to better behavior, since he has had numerous repeat offenders.

They could, of course, be closet Sinatra fans eager for another session.

Mr. Janu's novel tactics are quickly turning him into, if not a legend, a bit of a star himself. He's received phone calls from across the United States and from Europe, and has been invited to appear on "Good Morning America" and "A Current Affair," says a school official who has been screening his calls.

Mr. Janu says he never sought or expected this kind of media attention, but admits that he's having fun with it.

And if he tires of Sinatra, Mr. Janu says, he may well add such other vocal greats as Tony Bennett and Mel Torme to the playlist.

Call it "Frank Sinatra and Friends."

—J.C.

Panel Finds 'Modest Progress' Toward National Education Goals

By Robert Rothman

WASHINGTON—The second annual report on the national education goals for 2000 shows that the nation has made "modest progress" toward achieving the targets, members of the National Education Goals Panel said here last week.

Presenting some new and revised data released since its first report a year ago, the panel of governors, Bush Administration officials, and members of Congress reported positive trends in high school completion rates, Advanced Placement course enrollments, and student drug and alcohol use.

It also noted that federal spending on programs related to the goals rose by $4.6 billion, to $75 billion, over the past year.

And, the report notes, in that time, the panel has made progress toward developing methods of assessing school readiness, student achievement against national standards, and adult learning.

But the panel also found that, in many ways, the United States lags behind other countries, and it attributed the relatively low levels of performance to a lack of high standards for student achievement.

"We want to create high expectations, great expectations for excellence," said Gov. Carroll A. Campbell of South Carolina, the panel's immediate past chairman. "That's something that's been missing."

But some educators warned that achieving the goals will require much more than raising expectations and measuring progress.

"Everyone is chomping at the bit because this is just laying down the baseline," said Gordon M. Ambach, the executive director of the Council of Chief State School Officers. "The real question is, what are the strategies? What are the states and the federal government going to do to achieve the goals?"

Not Last, But Not First

Formed in 1990 by the National Governors' Association, the goals panel was charged with monitoring progress toward the six national education goals set that year by President Bush and the nation's governors.

The goals state that by 2000: all children will start school ready to learn; the high school graduation rate will increase to at least 90 percent; students will demonstrate competency in challenging subject matter; students in the United States will be first in the world in mathematics and science achievement; every adult will be literate; and every school will be free of drugs and violence.

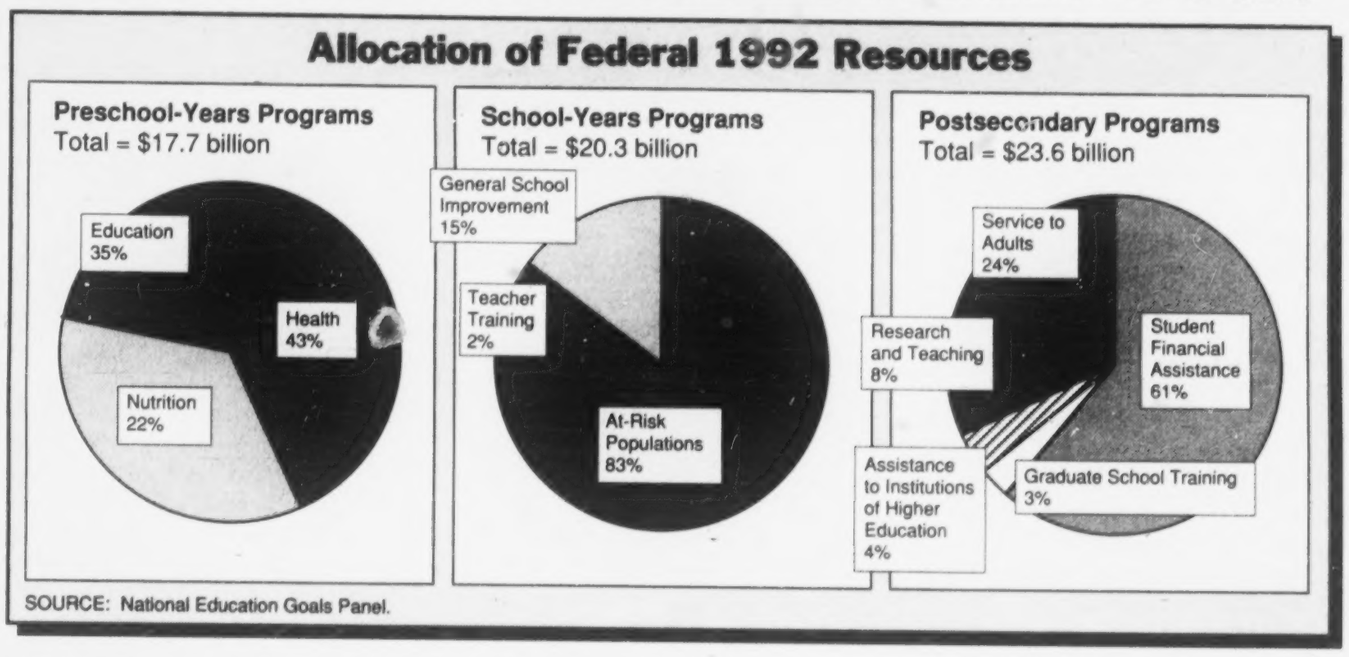
In its first report, the panel found that the nation appeared far from reaching the six targets. But it also found that, in many key areas, data to assess progress were nonexistent or inadequate.

Over the past year, however, the panel identified additional sources of information on the goals and took steps to develop new measures.

The 1992 report begins, in fact, with a new section showing how American educational performance compares with that of other nations.

Citing data from a range of international studies, the report shows that, on several measures, the United States' performance ranks high. In high school and college completion, basic reading and geography achievement, and mathematics and science degree-granting, it notes, the United States outperforms much of the world.

But, it points out, the United States continues to lag in math achievement as early as the 1st grade, and the high school graduation-rate gap with other nations is closing.



SOURCE: National Education Goals Panel.

"It's encouraging to know we are not last," said Gov. E. Benjamin Nelson of Nebraska, the goals panel's chairman. "The key here is that we want to be first."

'Stubborn' Graduation Rate

In examining the six education goals, the panel found, as it did last year, that there is as yet no method for directly measuring whether students are ready to start school.

But the data that are available indicate "something we need to be concerned about," according to Mr. Campbell.

For example, the report notes, in 1991, fewer than half of all preschoolers were read to daily or were told stories by their parents several times a week, and one-third had been taken to the library during the previous month.

The goal of insuring a 90 percent graduation rate is the one the nation is closest to attaining, Mr. Campbell said.

Nevertheless, the report states, the graduation rate remains "stubbornly consistent" at 85 percent.

And data from a federal survey show that a large proportion of students who drop out between 8th and 10th grades do so for academic reasons, rather than for personal reasons, and that many would return to school if they were provided additional tutoring and assistance.

"Those don't sound like kids who don't care," said Gov. Barbara Roberts of Oregon.

Encouraging Data on Drugs

The report also notes, in examining data on student achievement, that the number of students who took A.P. examinations increased between 1991 and 1992, and that nearly two-thirds of them attained scores high enough to earn college credit.

But it states that, despite the increase, only 78 out of every 1,000 11th and 12th graders took the exams.

The report also cites data showing that students seldom participate in community service, a key measure of citizenship.

In some of the most encouraging data in the report, the panel indicates that the use of alcohol and other drugs declined from 1991 to 1992, and that drug use in and out of school has dropped substantially since 1980.

But it also points out that the number of students who reported being threatened with a weapon has increased, and that threats and injuries are more common to younger students than to their older counterparts.

In the section on the federal government's role in meeting the goals, the report states that the total contribution from all agencies in fiscal 1992 was $75 billion, including $17.7 billion for before-school-years programs, $20.3 billion for activities in the school years, and $36 billion for postsecondary programs.

But Keith B. Geiger, the president of the National Education Association, said the figures are misleading, since they include everything from military training to Medicaid.

"Of that $75 billion, elementary and secondary schools get a mere 15 percent of the resources—and about 95 percent of the blame for educational deficiencies," he said.

Shaving Spending, Conferees Adopt Funding Bill for E.D.

By Mark Pitsch

WASHINGTON—House and Senate conferees last week agreed on a $241 billion social-services spending bill for fiscal 1993 that includes $28.26 billion for the Education Department.

The House had approved a measure calling for $28.93 billion for education programs, compared with $28.46 billion under the Senate's version of the bill. President Bush recommended $29.24 billion in education spending, up from $27.26 billion last year.

The conference committee initially settled on $28.49 billion for the Education Department, but reduced that amount by 0.8 percent in order to meet a spending target for the overall appropriations bill. Labor and health programs were pared by the same percentage.

The conference report accompanying the bill, HR 5677, was expected to reach the floors of both houses by last weekend as lawmakers sought to adjourn by the end of Oct. 5.

Because fiscal 1993 began on Oct. 1, Congress last week approved a continuing resolution that will fund all programs at their fiscal 1992 levels until appropriations bills have been passed and signed by the President.

The President said he would sign the continuing resolution, but ruled out signing a longer-term resolution, jeopardizing appropriations bills that were not passed by Oct. 5.

Noting their tight schedule, conferees made two concessions to the Bush Administration in developing the conference report on HR 5677: They crossed out a provision included in the Senate bill, but not in the House version, that would have allowed federal funding for the abortions of poor women who had become pregnant through rape or incest, and they planned to set the entire bill's price below the President's request.

Mr. Bush threatened to veto the bill if it contained the abortion language or if its grand total exceeded his request.

It was unclear late last week exactly how much money the conference report allotted for education programs because conferees, the Congressional Budget Office, and the Office of Management and Budget were still reviewing some of the committee's actions.

Initial Levels

The conference committee set the following spending levels for selected education programs before slicing off 0.8 percent to meet its spending target for the entire bill:

- $6.76 billion for compensatory-education programs, of which $6.175 billion would go for Chapter 1 program grants. The overall amount represents a split between the House and the Senate totals; the Chapter 1 amount is $4 million greater than the House's level and $7 million less than the Senate's.
- $227.5 million for bilingual education, a split between the House and Senate levels.
- $2.99 billion for special education, $71 million more than under the House bill and $54 million less than the Senate version.
- $1.486 billion for adult and vocational education, down $23 million from the House level and $6 million from the Senate level.
- $242 million to cover the fiscal 1992 shortfall for the Pell Grant program, the amount sought by the Senate. The House had recommended $704 million.
- $5.8 billion for Pell Grants in the new fiscal year, $100 million less than the Senate's recommendation and $267 million less than the House's.
- $2.9 billion for Federal Family Education Loans, formerly known as Guaranteed Student Loans.
- $74.7 million for educational research, the amount sought by the Senate, and $29.6 million for assessment, the amount sought by the House.

The committee provided no funds for the President's America 2000 school-reform strategy.

Spending levels for education statistics and the Fund for Innovation in Education were unavailable late last week.

Bipartisan Proposal

Also last week, a bipartisan committee assembled by a prominent policy-research organization here called for large education-spending increases over the next decade.

Chaired by Sen. Sam Nunn, D-Ga., and Sen. Pete V. Domenici, R-N.M., the panel organized by the Center for Strategic and International Studies unveiled an economic-reform blueprint urging fundamental changes in the federal tax code, spending limits on entitlement programs other than Social Security, and cuts in numerous programs to help eliminate the deficit.

The report also called for the creation of a $160 billion "Endowment for the Future" to fund education and other programs for children and to spur technological advances.

It singled out Chapter 1, Head Start, childhood immunization, and "intergenerational programs" for funding increases.

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- Head-and-shoulders photograph (optional).

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